

CHAPTER 20

JOINT AND MULTINATIONAL OPERATIONS

References

FM 3-0, Operations, 14 June 2001
FM 100-7, Decisive Force: The Army In Theater Operations, 31 May 1995
FM 100-8, The Army in Multinational Operations, 24 November 1997
FM 100-10, Combat Service Support, 3 October 1995
FM 100-15, Corps Operations, 29 October 1996
FM 100-16, Army Operational Support, 31 May 1995
Joint Pub 4-0, Doctrine For Logistics Support of Joint Operations, 27 January 1995

Objectives

- Understand the concept of Joint, Multinational, and Joint/Multinational operations
- Describe logistics operations in a Joint and Multinational environment
- Understand CSS requirements in Joint and Multinational operations

To meet our Nation's global responsibilities, our ability to move and sustain combat forces virtually anywhere in the world must be maintained. This requires efficiently integrating the unique logistics capabilities of all our Services. Joint doctrine is the underpinning that makes this happen and optimizes the use of limited resources, enhances interoperability, and fosters cooperation.



General John M. Shalikashvili
Former Chairman of the Joint Chiefs of Staff

Background

Joint operations are the integrated military activities of two or more military departments -- Army, Navy, and Air Force. This lesson describes concepts and doctrine for combat service support in joint and multinational operations. Modern warfare is fluid and dynamic. Future circumstances are difficult to predict with any certainty. A force-projection army requires extraordinary flexibility in planning operations because of the variety of combinations of joint forces available and the possible range of circumstances for their employment. Army doctrine stresses unified air, land, sea, and special operations -- all supported by space operations -- throughout the theater of war.

Multinational operations (previously referred to as COMBINED operations¹) are; Military actions conducted by forces of two or more nations, usually undertaken within the structure of a coalition or alliance². If the relationship is long-standing and formalized by mutual political, diplomatic, and military agreements, it is referred to as an **alliance**³. If the relationship is short term, ad hoc, and less formal, it is referred to as a **coalition**. From the American victory at Yorktown in 1781, and throughout the US Army's history, multinational operations have remained central to its experience. Multinational operations occur in **WAR** and in **STABILITY OPERATIONS** and **SUPPORT OPERATIONS**.. World War II, the Korean War, and the 1991 Persian Gulf conflict are examples of multinational warfare.

Authorities and Responsibilities for Logistics Operations

"Strategy is to war, as the plot is to the play; Tactics is represented by the role of the players; Logistics furnishes the stage management, accessories, and maintenance. The audience, thrilled by the action of the play and the art of the performers, overlooks all of the cleverly hidden details of stage management."

LtCol George C. Thorpe: Pure Logistics (1917)

Logistics

Logistics is the bridge connecting a nation's economy to a nation's warfighting forces. It is "the process of planning and executing the **movement and sustainment of operating forces** in the execution of military strategy and operations". The **art of logistics** is how to integrate the strategic, operational, and tactical sustainment efforts within the theater, while scheduling the mobilization and deployment of units, personnel, and supplies in support of the employment concept of a geographic combatant commander.

Supply systems acquire, manage, receive, store, and issue the materiel required by the operating forces. **Maintenance** includes actions taken to keep materiel in or return material to a serviceable condition or to upgrade its capability. **Transportation** is the movement of units, personnel, equipment, and supplies from the point of origin to the final destination. **General engineering** provides the construction, damage repair, and operation and maintenance of facilities or logistics enhancements. **Health services** include evacuation, hospitalization, medical logistics, medical laboratory services, blood management, vector control, preventive medicine services, veterinary services, and dental services. For each of the above functional areas, the combatant commander

¹ The term 'multinational' has replaced 'combined' although a number of current authorized publications still have 'combined' within its text.

² JP1-02

³ Alliances afford the participant nations the time to establish formal, standard agreements for broad, long-term objectives. Allied nations strive to field compatible military systems, structure common procedures, and develop contingency plans to meet potential threats in a fully integrated manner; the aim is for total interoperability. As these nations plan and train together, they become more comfortable with one another, earning mutual respect and trust. The North Atlantic Treaty Organization (NATO) and the Combined Forces Command in Korea are examples of such alliances.

should consider the four elements of the logistics process: **acquisition, distribution, sustainment, disposition, and miscellaneous services.**

The relative combat power military forces can bring to bear against an enemy is constrained by a nation's capability to deliver forces and materiel to the required points of application across the range of military operations. Commanders may have more combat forces than can be supported by available logistics resources to sustain desired operations. A nation's capability to deliver logistics resources has historically been a major limiting factor in military operations. This may be especially true in future joint operations, when demands for military resources become highly competitive.

Levels of Logistic Support.

Joint doctrine identifies **three levels of war—strategic, operational, and tactical.** They apply to war and **Stability Operations** and **Support Operations**. Logistics support within these levels is demonstrated in the way the Joint Staff, Services, and warfighting commanders handle logistics. The **Joint Staff** and **Service Headquarters** concentrate on strategic logistics matters. The supported and supporting commanders' logistics staffs manage both the strategic and operational logistics issues affecting missions assigned to the combatant commanders in the Joint Strategic Capabilities Plan by the President and Secretary of Defense (formerly referred to as the NCA) and other such areas as directed by the combatant commander.

The Services and the subordinate commanders down to their battlefield logisticians at the unit and ship level, deal with operational and tactical logistics responsibilities, including developing procedures, doctrine, and training for supplying personnel with all necessary materiel to do their jobs. All levels are interrelated, with constraints at any level limiting options of decision makers. Within their areas of responsibility (AORs), geographic combatant commanders may establish a theater of war and, if needed, subordinate theaters of operations (see Joint Pub 3-0, "Doctrine for Joint Operations"). The logistics concept should support theater activity by properly organizing support from the CONUS base to the combat zone. All levels of logistics involve combat service support and affect the sustainability of forces in the combat zone.

Logistics Functions

Logistics support requirements involve six broad functional areas: supply systems, maintenance, transportation, general engineering, health services, and other services.

- **Supply systems** acquire, manage, receive, store, and issue the materiel required by the operating forces to equip and sustain the force from deployment through combat operations and their redeployment.
- **Maintenance** includes actions taken to keep materiel in a serviceable condition, to return it to service, or to update and upgrade its capability.
- **Transportation** is the movement of units, personnel, equipment, and supplies from the point of origin to the final destination. Additional guidance is in the Joint Pub 4-01 series of publications.

- **General engineering** provides the construction, damage repair, and operation and maintenance of facilities or logistics enhancements required by the combatant commander to provide shelter, warehousing, hospitals, water and sewage treatment, and water and fuel storage distribution to enhance provision of sustainment and services. Additional guidance is found in Joint Pub 4-04, "Joint Doctrine for Civil Engineering Support."
- **Health services** include evacuation, hospitalization, medical logistics, medical laboratory services, blood management, vector control, preventive medicine services, veterinary services, dental services, and the required command, control, and communications. Additional guidance is found in the Joint Pub 4-02 series of publications.
- **Other services** are associated with non materiel support activities and consist of various functions and tasks provided by service troops and the logistics community that are essential to the technical management and support of a force (i.e., aerial delivery, laundry, and mortuary affairs.) Additional guidance is found in Joint Pub 4-06, "Joint Doctrine and JTTP for Mortuary Affairs in Joint Operations."

Joint Support Responsibilities and Requirements

To avoid shortfalls or increased risk in operation plans (OPLANs), logistics must be balanced between the combatant commander's needs and logistics resource availability. **Logistics is also a function of command.** To have control over the strategic, operational, and tactical levels of war, one must also have control over logistics. For a given area and for a given mission, a single command authority should be responsible for logistics. Combatant commanders exercise combatant command (command authority) (COCOM) over assigned forces. COCOM includes directive authority for logistics, giving the combatant commander the unique ability to shift logistics resources within the theater. COCOM cannot be delegated. Normally, this authority is exercised through subordinate joint force commanders and Service and/or functional component commanders. Joint Pub 0-2, "Unified Action Armed Forces (UNAAF)," gives a full explanation of COCOM and the other command relationships of operational control, tactical control, and support.

Note: A combatant commander's authority is generally confined to the theater, while logistics support beyond the theater is usually a Service's responsibility. This authority underscores the need for accurate, and well coordinated, prior logistics planning between COCOMs, Services, supporting agencies, and allies.

Support, which often involves logistics, is the action of a force that aids, protects, complements, or sustains another force and may involve the provision of services, resources, and combat power, but does not involve the transfer of forces or units. Support ⁴ is characterized as:

- Mutual support,

⁴ Joint Pub 0-2, "Unified Action Armed Forces (UNAAF)," also provides descriptions of the concepts of coordinating authority, administrative control, and direct liaison authorized.

- General support,
- Direct support, and
- Close support.

Responsibilities

Combatant Commanders have **Directive Authority for Logistics** when planning, preparing and executing operations. The exercise of **Directive Authority for Logistics** by a combatant commander includes the authority to issue to subordinate commanders directives, including peacetime measures, necessary to ensure the effective execution of approved operation plans, the effectiveness and economy of operation, and the prevention or elimination of unnecessary duplication of facilities and overlapping of functions among the Service component commands.

Implementation and execution of logistics functions, in support of the Combatant Commands, remain the responsibility of the Services and the Service component commanders. **Each Service** is responsible for the provision of logistics support of its **own forces**, except when logistics support is otherwise provided for by agreements with other national agencies or allies, or by assignments to common, joint, or cross-servicing. The Combatant Commander will **review requirements** of the Service Component Commands and **establish priorities** through the deliberate planning process to use supplies, facilities, mobility assets, and personnel effectively.

Logistics responsibilities for subordinate forces to the combatant command will follow **single-Service command channels**, except when specifically directed otherwise either by the authority assigning those subordinate forces to the combatant command or by the Secretary of Defense; when common, joint, or cross-servicing agreements and procedures provide other responsibilities; or the geographic combatant commander may give the commander of a subordinate joint force directive authority for a common support capability within that subordinate commander's joint operations area.

Joint Logistic Planning

Joint logistics is a complex, interdependent concept that can apply leverage (plus or minus) to a combatant commander's combat power. An understanding of the combatant commander's concept of operations and early involvement by the logistic staff will ensure national and theater deployment and sustainment requirements are balanced with logistic capabilities. Logistic planning considerations aid the combatant commander in providing guidance to staff planners and assessing the adequacy and feasibility of campaign and operation plans.

Joint Pub 5-0, "Doctrine for Planning Joint Operations," discusses sustainment planning, which is directed toward providing, and maintaining levels of personnel, materiel, and consumables required to sustain the planned levels of combat activity for the estimated duration and at the desired level of intensity. Sustainment planning is the responsibility of the combatant commanders in close coordination with the Services and Defense agencies. Joint Pub 5-03.2, "Joint Operation Planning and Execution System, Volume II (Planning and Execution Formats and Guidance)," requires an estimate of logistics feasibility of the OPLAN summary and detailed analysis relative to logistic

support in the OPLAN's Annex D. Appendix A, "Logistics Responsibilities Within the Department of Defense," provides a listing of logistic responsibilities within the Department of Defense, and Appendix B, "Organization and Functions of Combatant Command Logistics Staff (J-4) and Functions of Joint Logistics Centers, Offices, and Boards" provides a list of joint logistics centers, offices, and boards that can help coordinate combatant commanders' logistics efforts.

Joint Logistics Centers, Offices, and Boards.

Following are examples of joint logistics centers, offices, and boards that may be established by a Combatant Commander or JTF Commander to coordinate the logistics effort:

- **Joint Transportation Board (JTB)** establishes priorities and allocates common-user transportation services within theater.
- **Joint Movement Center (JMC)** is established under the supervision of the combatant commander's J-4 to implement the tasking and priorities provided by Combatant Commander. Coordinates the employment of all means of transportation (including that provided by allies or host nations) to support the concept of operations.
- **Joint Petroleum Office (JPO)** provides wholesale bulk petroleum management support.
- **Joint Civil-Military Engineering Board (JCMEB)** establishes policies, procedures, priorities, and overall direction for civil-military construction and engineering requirements in the theater.
- **Joint Facilities Utilization Board (JFUB)** evaluates and reconciles component requests for real estate, use of existing facilities, inter-Service support, and construction to ensure compliance with JCMEB priorities.
- **Combatant Commander Logistics Procurement Support Board (CLPSB)** coordinates with US embassies and host countries for acquisition of supplies and services, and for operations by contractors performing under US contracts.
- **Theater Patient Movement Requirements Center (TPMRC)** is under the control of the Combatant Commander's surgeon and coordinates and controls the movement of patients within and out of the assigned AOR.
- **Joint Blood Program Office (JBPO)** plans, coordinates, and directs the handling, storage, and distribution of blood and blood components within the assigned AOR.
- **Joint Mortuary Affairs Office (JMAO)** plans and executes all mortuary affairs programs including graves registration, return of remains, and concurrent return programs.
- **Joint Materiel Priorities and Allocation Board (JMPAB)** modifies and recommends priorities for allocations of materiel assets.

Importance of Logistics Planning

The Combatant Commanders' campaign and operation plans must have logistic implications coordinated at all levels: international, national, Service and functional component, and supporting command.

- **Adaptability.** Plans should make provisions for changes to the concept of operations. These changes could include the need for the creation of logistic support sites, additional security forces, more transportation, expanded port capacity, logistics over-the-shore sites, and numerous other increases in logistic overhead. Plans should be written to anticipate and accommodate changes.
- **Benefits of Adequate Logistic Plans.** Proper logistic planning will reduce the need for emergency measures and logistic improvisations that are usually expensive and often have an adverse effect on subordinate and adjacent commands.
- **Equivalence of Deployment and Employment Planning.** Deployment planning is more deliberate and methodical than employment planning and lends itself better to automated data processing support. Logistic planners must avoid focusing solely on the deployment requirements at the expense of sustaining the employment concept of the campaign. Detailed logistic planning for employment is equally important and should neither be neglected nor delayed until deployment plans are completed. Only by thorough and concurrent consideration of both deployment and employment facets of the campaign or operation will planners be able to construct adequate logistic plans.

Multinational Logistics Support Responsibilities and Requirements

"International logistics coordination must always involve some invasion of the economic rights, independence, and sovereignty of each nation of the alliance."

Rear Admiral Henry E. Eccles: Logistics in the National Defense
(1959)

For multinational commands, formal arrangements for command and control (C2) may not be feasible, but joint command relationships and procedures give US combatant commanders an entry position on which to base multinational relationships. Combatant commanders cannot enter into multinational relationships that are contrary to US policy without President and Secretary of Defense direction. Allied and coalition nations design their logistic systems to facilitate self-sufficiency within their fiscal capabilities. Although the sustainment of its forces is each nation's own responsibility, varying degrees of mutual logistic support among nations can be expected.

The exchange of logistic support among members of alliances or coalitions can result in significant economies of effort. However, in the absence of appropriate international agreements, no authority exists for the geographic combatant commander to provide for or accept logistic support from allies or coalition partners. Under these circumstances, multinational commanders should attain as much control of logistics as possible through tact, diplomacy, knowledge of allied forces' doctrine, and generally good personal relations with allied and coalition subordinate commanders and political leaders.

Requirements for multinational forces supported by, or under the control of, a geographic combatant commander should be screened by the commanders of the appropriate Service component commands and reported separately to the geographic combatant commander's J-4.

The combatant commander is responsible for establishing the necessary reports and forwarding the requirements to the Chairman of the Joint Chiefs of Staff for obtaining President and Secretary of Defense approval for providing support to multinational forces. The geographic combatant commander will ensure assistance is rendered to multinational forces in accordance with assigned responsibilities and as directed by the President and Secretary of Defense.

Multinational Operations

Command, Control, Coordination, and Liaison

Multinational operations are unique. Each national commander is responsible to the commander of the MNF, to his national chain of command and, ultimately, for accomplishing his mission. Units maintain a direct line of communications (LOC) to an appropriate national headquarters and thus to their own National Command Authorities (President and Secretary of Defense) equivalent. (Figure 20-1.)

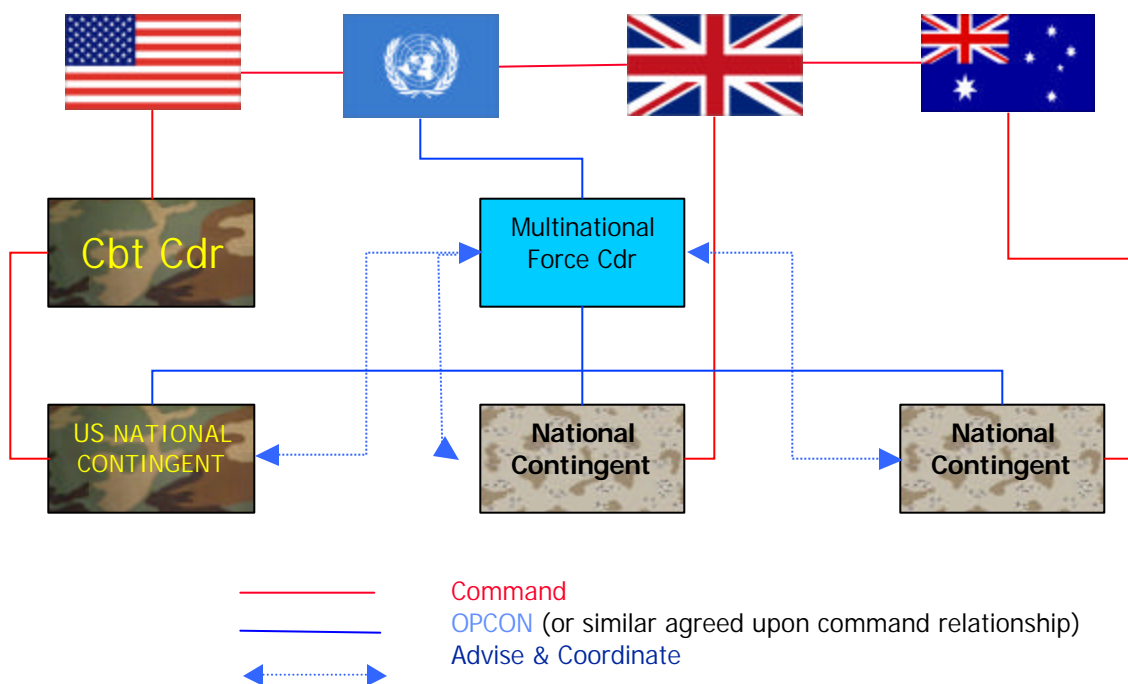


Figure 20-1 Generic Multinational Command Structure

Command Structure

Multinational operations are categorized in one of two major groups: coalitions or alliances. Coalitions and alliances create a structure that meets the needs, diplomatic realities, constraints, and objectives of the participating nations. **Since no single**

command structure fits the needs of all alliances and coalitions, several different models could evolve. Command structures could change during an operation.

Parallel and lead-nation command structures are discussed under coalitions with integrated command structure presented under alliances. This is normally the case, but not necessarily true for all situations.

Coalitions normally form as a rapid response to unforeseen crises. During the early stages of such a contingency, nations rely upon their own military command systems to control the activities of their forces. Hence, **the initial coalition arrangement most likely involves a parallel command structure. As the coalition matures, the members will probably opt to centralize their efforts through the establishment of a command structure.** Some nations call this a *framework* nation. Only the name is different, and since lead nation is better known and more commonly used, all further discussion uses lead nation.

If nations are very similar in cultures, doctrine, training, and equipment, or if extensive cooperative experience exists, an integrated command structure may be effective. This direct approach requires each armed force to receive, understand, plan, and implement missions in the same manner as the other nations. However, C² of multinational operations compels commanders to accommodate differences in staff planning capabilities. Some armies have large staffs and the technical means to support planning. Others have austere staff structures and do not have the means to process, reproduce, or rapidly disseminate many contingency plans (CONPLAN). Moreover, decision authority of staffs and subordinate commanders varies among armies. These factors shape the type of command structure chosen.

Parallel Command Structure



Under a parallel command structure, **no single multinational army commander is designated.** Member nations retain control of their own national forces, and the coalition partners write a plan effecting coordination among the participants. Parallel command is the simplest to establish and often the organization of choice. While other command structures emerge as the coalition matures, **the parallel model is often the starting point.**

The coalition coordination, communications, and integration center (C³IC) makes unity of effort among coalition members from dissimilar nations possible when unity of command has not been established. This concept proved effective during Operations Desert Shield/Storm. Initially, the C³IC is the focal point for support issues such as force sustainment, alert and warning, host nation support (HNS), movement control, and training. As a coalition matures, the role of the coordination center expands to include C² activities.

A parallel command consists of two or more headquarters with each having subordinate MNFs, such as during the 1991 Gulf War. Western coalition forces came under control of the US headquarters (thus an example of a command), and Arab forces were under control of the Saudi Arabian headquarters. A graphic depiction of such a parallel command is at Figure 20-2 showing multinational

coalition forces under the control of a dual headquarters.

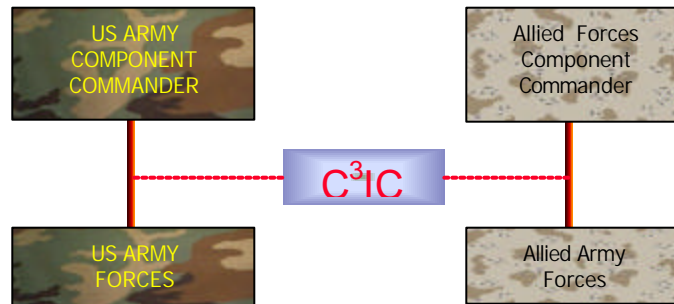


Figure 20-2. Coalition Parallel Command Structure

- **Lead-Nation Command Structure**

The command structure concept recognizes that **one nation is assigned the lead** role (Figure 20-3) and its C² system predominates. Normally, the lead nation provides the largest amount of forces for the operation.

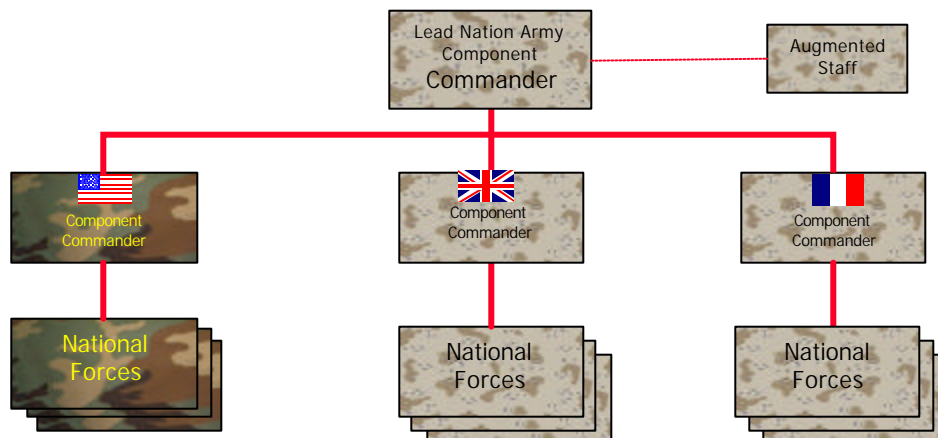


Figure 20-3. Lead Nation Command Structure

Other nations participating in the operation provide liaison personnel to the headquarters. The commander, working in close consultation with the commanders of the other national contingents, determines appropriate command, control, communications, and intelligence procedures. **Robust liaison is essential to developing and maintaining unity of effort in multinational operations.** Depending on the size, complexity, and duration of the operation, personnel from the other national contingents can augment staffs.

Staff augmentation may also be required if a partner has unique organizations or capabilities not found in forces of the lead nation. This augmentation provides the commander with a ready source of expertise on the respective partners' capabilities during planning and operations.

- **Alliances**



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In an **alliance**, instead of merely augmenting the staff with other national representatives, **the entire staff is integrated** (Figure 20-4). Each primary staff officer could be of a different nationality, and a deputy commander would usually represent the other major participants besides the lead nation. An integrated staff demonstrates greater burden sharing and commitment, but may create more friction than an augmented staff. **An alliance organized under a multinational integrated command structure provides unity of command in a multinational setting.** The NATO command structure is a good example. NATO has a Supreme Allied Commander Europe (SACEUR), who is designated from a member nation. His staff and the commands and staffs of subordinate commands several tiers removed are of multinational makeup.

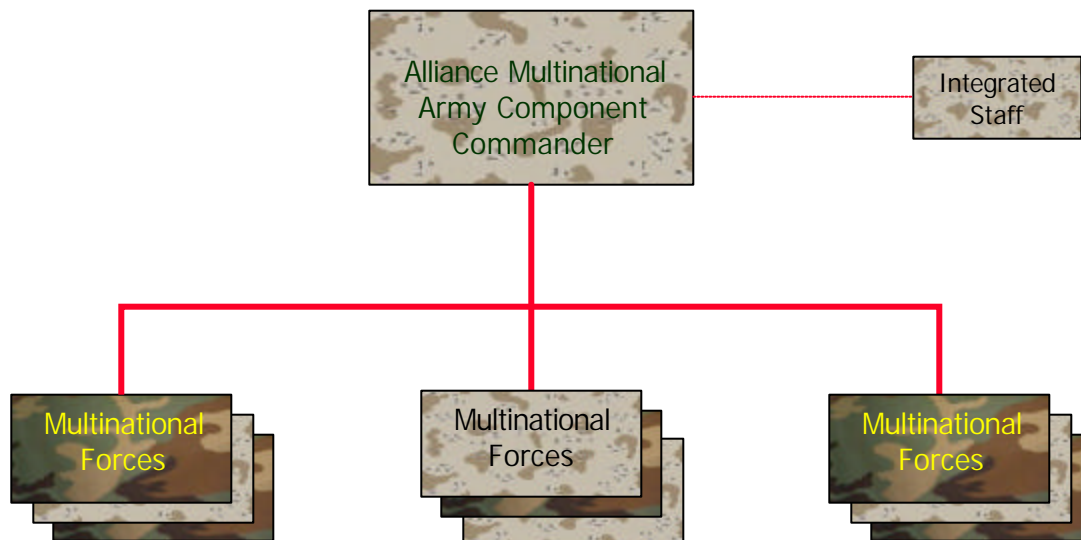


Figure 20-4. Integrated Command Structure

⁵ Flag of the North Atlantic Treaty Organization (NATO)

⁶ The American, British, Canadian, Australian (ABCA) Armies Standardization Program is one of the longest running western 'alliances'. Known as the ABCA Program, it is not strictly an alliance; its main objective is to achieve full military interoperability between its member nations. It celebrated its 50th anniversary in 1999.

Operational-Level Considerations

Logisticians deal with unknowns. They attempt to eliminate unknowns, one by one, until they are confident that they have done away with the possibility of paralyzing surprises.

LTG William G. Pagonis
Commander, 22 Support Command (1992)

- **Operational Movement**

Operational movement is critical to MNF operations. An MNF Headquarters, or supporting Combatant Commander, normally plans and executes all strategic movement, **but it remains a national responsibility to move forces into the operating area. The MNF headquarters is responsible for coordinating these strategic deployments to support the commander's plan and then for planning and controlling intra-theater movement through the RSO&I process.**

- **Intermediate Staging Bases**

The decision on use of an intermediate staging base (ISB) outside the operating area requires a conscious decision to balance numerous requirements, including greater lift requirements against better efficiency. MNFs should assemble and stage in an ISB, especially if combat is imminent. The ISB provides a secure area to assemble, train, equip, and bond the coalition or alliance force into a cohesive one. It is better to solve problems and correct deficiencies in a nonhostile environment. The MNF staff should assemble first and work together, followed by the rest of the MNF force. Access to airports and seaports for smooth reception of the force and its subsequent deployment is critical. If the multinational operation is a lesser regional contingency or a second major regional contingency (MRC), an ISB may not be possible. This is because of limited strategic lift (air and sea), size of MNFs, or availability of a HN in theater for use as an ISB.

Planners should anticipate disruptions from many factors, ranging from weather to political decisions that alter the planned flow of personnel, forces, and equipment. The ASCC, or a supporting Combatant Commander, operates the ISB and deploys fully ready forces into the operating area. When the lodgment is well established, the ISB may shift into the operating area if it will not drain additional resources. Larger areas, such as Europe or Korea, allow for a reception center or ISB in theater from the beginning.

- **Theater Reception**

At ports of debarkation (PODs), units work with HNS and multi-service personnel to secure the POD, discharge equipment, process equipment and personnel, and move units to marshaling areas. HN forces can perform and assist in many of these functions. If no HNS forces are available, national units must perform those functions. All units must be planned for in the strategic flow and some, because of

their limited capability, may be assigned a certain function.

Theater Staging

Staging is that part of the RSO&I operation in which several key activities take place in controlled areas in the ongoing incremental buildup of combat power. During this phase, units are reassembled and united with their equipment and scheduled for movement toward the tactical assembly area; materiel is segregated, prioritized, and prepared for transport; class V supplies are uploaded; and life support is provided to personnel

Theater Onward Movement

This phase begins when units are configured to move to their final destination. Such movement is accomplished through a carefully devised movement program that employs convoy, rail, and HN contract assets (such as heavy equipment transporters and other trucks) to ensure the forward and concurrent movement of troops and supplies. Centralized control of transportation assets is required. Real estate management may be a problem unless a multinational counterpart to the US joint force utilization board (usually controlled by engineers) is given authority to allocate terrain to all forces and agencies.

Movement planning must account for differences in how nations conduct road marches or similar administrative movements. These differences can lead to confusion and disorganization. For example, one MNF contingent may consider any movement made by a tactical unit to be a tactical movement. Terminology must be coordinated through the movement control center to avoid confusion.

When planning the movement of MNFs, planners must know the details of the organization, equipment, capabilities, and limitations of the forces. Planners must know how to efficiently request intratheater movement of multinational operational forces consistent with the operational commander's operations plans (OPLAN). The movement should complement sequencing of operations and time-phased force deployment. Movement planners should consider all assets (joint, allied, HN, and third country) and modes (air, land, or sea) of transport. During execution of these movements, movement control personnel must locate where they can validate actual movements.

Theater Integration

This phase covers the effective management of reception, staging, and onward movement of units (RSO&I) and the transfer of authority (TOA) of units to the tactical commander.

Support

The major CSS areas of concern are **reception, staging, onward movement, integration, positioning of facilities, materiel management, distribution, reconstitution, and redeployment.**

Multinational logistics presents major challenges. Included are differences in doctrine, stockage levels, mobility, interoperability, infrastructure, national resource limitations, and units of measurement. **Multinational operational-level logistics focus on how to integrate sustainment operations through coordinating and executing a cohesive logistics program.** Traditionally, national differences have made logistics solely a national responsibility. Future multinational operations will require greater compatibility, and support must be the collective responsibility of the nations involved. For example, NATO's logistics principles give nations and NATO authorities a collective responsibility for logistics support of NATO's multinational operations. The NATO commander at the appropriate level must have sufficient authority over logistics resources to enable him to employ and sustain his forces in the most effective manner. Varying methods of mutual logistical support must complement the partners' capabilities and minimize their weaknesses.

- **Planning**

The level of participation by US Army support forces depends upon the specific political and military objectives agreed to at the national level in consonance with US national military strategy. Lacking existing international agreements, combatant commanders must have President and Secretary of Defense to enter into relationships (providing or accepting CSS from multinational partners) that are contrary to US policy. **While execution of multinational support requires approval, planning does not. Full coordination with potential allies needs to be aggressively pursued before and during operations.**

- **Combat Service Support Structure**

Planners must resolve several key subjects as they build the CSS structure of the MNF. **Some common concerns** include—

- Identification of **common supplies and services** that might be provided to all participants by one nation (role specialization).
- Chapter 138, Title 10 US Code authorizes the Secretary of Defense to negotiate **Mutual Logistics Support Agreements or Acquisition Cross-Service Agreement (ACSA)** with friendly nations in which US forces are deployed. ACSA permits the reciprocal transfer of logistics support, supplies, and services between the armed forces of the US and the armed forces of NATO countries and other designated countries outside of NATO.
- Development of the means to maintain **national asset visibility** (from national sustaining bases to the front-line units).
- Procedures to obtain and update the **readiness and stock status** of national forces.
- Ensurance of **compatibility of communications networks** including ADP interfaces among multinational and national support systems.
- **Security.** Both physical security and informational security.

- **Multinational Support Command and Control**

Multinational support C² is extremely complex and may require a supreme effort to coordinate the collective resources of all assigned forces. **The CSS staff must maintain close contact with all units, customers, providers, G3 staffs, staffs of higher and lower formations, and, especially, with headquarters of CSS forces under their control.**

- **Multinational Support Command/Element**

The multinational support command element (MSC/E) **prioritizes and synchronizes key CSS functions to best use the collective assets and resources of all contributing nations.** The MSC/E is a generic, CSS headquarters created for the multinational operation. The primary tasks of the MSC/E staff, composed of both the multinational commander's CSS staff and CSS representatives from each contributing nation, are to **coordinate the efforts of assigned multinational CSS organizations, to help resolve international and inter-service issues, and to coordinate the use of scarce resources such as strategic and tactical lift.**

- **National Support Element**

National contingents have their own support command or element to ensure their force's sustainment. This element, generically known as a national support element (NSE), must ensure that a timely and accurate logistics information management system is established between their respective nation and the MNF's MSC/E.

Execution of Multinational Support

Three general methods exist to execute multinational support: **lead nation/lead role responsibility, national responsibility and role specialization.** The method chosen depends upon the circumstances of the alliance or coalition, the AO, and the composition of the force. **The objective is to find the most efficient and politically acceptable method of providing sustainment.**

Within UN Protective Force (UNPROFOR) in Bosnia-Herzegovina, the UK is the lead nation for vehicle recovery support to all nations along certain critical main supply routes (MSRs). While nations carried out limited self-recovery within their own zones of operations and within their own military convoys, the UK underpinned the system to ensure that vital routes remained open. UK assets also undertook responsibility for vehicle recovery outside those zones and augmented other national contingents when ever possible.

- **Lead Nation / Lead Role Responsibility**

This method encompasses **a nation accepting responsibility for the centralized coordination, management, and control of the contracting or procurement and provision of a broad spectrum of supplies and services for all or part of the MNF.** This method can be performed by a nation (the *lead nation*) or an organization.

It is normally performed at echelons above corps, although the lead nation concept can be affected within corps. The lead nation establishes a framework where other nations and organizations contribute units and resources to accomplish specified missions. **In a case where a lead nation is dominant, that nation may provide almost complete CSS for the entire force. While conceptually the simplest approach, financial constraints make this option undesirable for anything short of an MRC or war.**

- **National Responsibility**

Similar to the parallel mode among ABCA army members, national responsibility is the traditional approach. **Each nation provides its own CSS**, and the MNF headquarters monitors the support status of each unit. Any directive authority given to the MNF commander for cross-leveling supplies or services across national lines would be negotiated among contributing nations. (Figure 20-5)

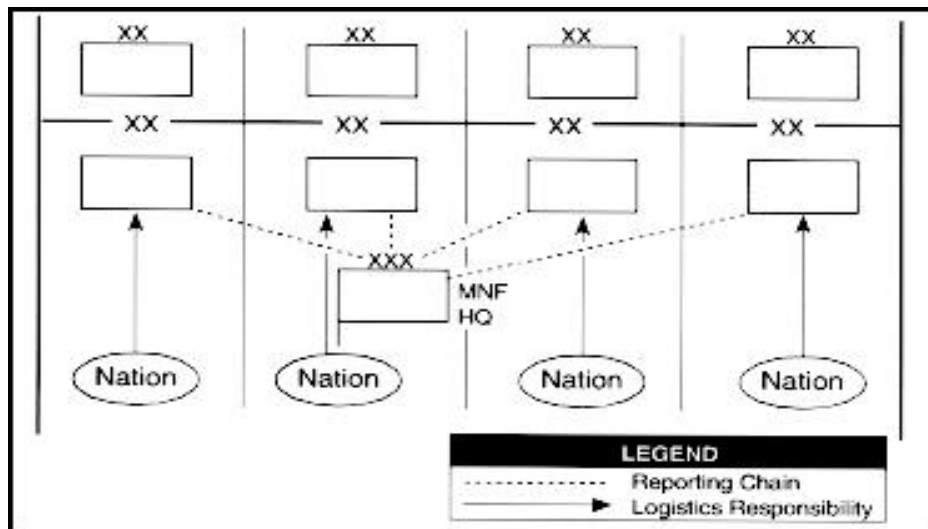


Figure 20-5. National Responsibility for CSS

- **Role Specialization**

Role specialization is where a nation or organization assumes the **sole responsibility for procuring and providing a particular class of supply or service for all or part of an MNF**. Normally performed at EAC, role specialization may be executed at a lower level, depending upon the size of the MNF. Role specialization is normally used for a finite mission and time because of the great burden it places upon the nation or organization.

- **Options for Support**

Utilization of some or all of the following sources of support may help reduce the multinational force logistics footprint and promote effective and efficient operations in an international environment.

- **Host Nation Support.** Analysis of the physical infrastructure in the HN is critical to understanding force sustainability. Physical infrastructure in the HN

should be evaluated **both in terms of what is there and what the multinational force will be allowed to use.** First assess the ability of the available HN infrastructure to receive forces, second, determine the capability of available transportation systems to move forces once they arrive in theater. Third, evaluate availability of logistics support.

- **Acquisition and Cross Servicing Agreements (ACSA).** The United States often supplies allied and coalition forces with materiel and receives support and services in exchange. The **Secretary of Defense** is authorized to **negotiate mutual logistics support, supplies, and services between the Armed Forces of the United States and designated multinational partners.** Under ACSAs, logistics support includes a broad range of goods and services to include food, water, billeting, transportation (including airlift), port services, communications services, storage services, base operations support, maintenance and supply support. In many cases there are already standing ACSAs with countries, which then may only require “Implementing Arrangements” for a particular operations. **Since this can lead to significant economies of force and effort, US forces continually seek such support agreements in multinational operations.**
- **Contingency Contracting.** Contingency Contracting is the process of **contracting for locally available supplies, services, and construction in immediate support of deploying forces.**
- **Civil Augmentation Program.** See Lesson Seventeen for details on LOGCAP.
- **Third Party Logistics.** Third party logistics operations may also provide additional resources to multinational forces when they are properly coordinated with intra-theater transportation policies, requirements, and contingency procedures. C2 of the movement of nonmilitary material arriving in, and departing from, a theater of operations on civilian contractor assets **must be fully integrated into the multinational force’s operation plan.** Fully integrated OPLANs should ensure third party contractual compliance with DOD policies.
- **Optimum Method**

Planners must consider a myriad of factors to determine the optimum logistical support method for a particular situation. Listed below is an **initial framework for planners to analyze situations.** The list has been produced as a result of AAR of recent MN Operations involving United States forces. The list is neither prescriptive nor all-inclusive.

Multinational Organizations

Logistics responsibilities that can be executed by a multinational organization include--

- Movement control.

- General support of road, rail, and air transportation.
- General support of recovery operations.
- POD operations, all modes.
- Medical, roles 1 and 2, preventative medicine, and medical evacuation (MEDEVAC).
- Sanitation and refuse.
- Fresh rations and water.
- Management/operations of staging area and camp.
- Bulk petroleum, oils, and lubricants (POL) storage and distribution.
- Bulk water purification, storage, and distribution.
- Engineering resources and materials.
- Coordination of mutual assistance.
- Contracting support (of multinational functions).
- Ammunition management and security operations (possible bulk distribution).

National Contingents

Logistics responsibilities performed more effectively by national contingents include--

- Direct support of road, rail, and air transportation.
- Direct support of recovery operations.
- Maintenance operations and repair.
- Package POL.
- National ammunition procurement and distribution.
- Medical, role 3, and national preventative.
- Field rations.
- Troop support supplies and most field services.
- Major end-item replacement.
- Contracting to support national requirements. Careful coordination is required to optimize use of the available resources and minimize effects of competition in local markets.

Host Nation Support

HNS assets should, if possible, perform **deployment operations, sustained operations, and closing/retrograde operations**. While contingency planners cannot assume significant HNS in many theaters, they should try to find and employ existing local services and facilities upon deployment. The objectives are to preserve the logistics capability of the MNF for future operations, to strengthen and rebuild the local economy, and to positively impact the morale of the populace. HNS is the best option for--

- *Deployment operations*. Ships must be received into port and subsequently off-loaded. Local harbor pilots, navigators, and customs officials should be employed. Local storage facilities, electricity, petroleum, sanitation, and other support services should be used as much as possible.
- *Sustained operations*. MNFs work directly with local labor, training and teaching the use of new equipment and techniques. Direct results include future ideas, programs of foreign military defense

sales, and commercial contracts that begin the HN's road to reconstruction. Also during this phase, MSRs should be improved by working closely with local contractors using available local resources.

- *Closing/retrograde operations.* Many additional local HNS aspects can complement the MNF: transportation assistance (buses and small transport vehicles); maintenance support operations; laundry, cleaning, bath and sanitation support; and general engineering and construction contracting operations.

G4 Staff Planning Tasks

1. Command & Control.

- Determine composition of multinational logistics command and/or element.
- Confirm national objectives and compare to multinational objectives.

2. Responsibilities

- Divide responsibilities between multinational, national, and HN.

3. Distribution.

- Determine how each class of supply will be handled.

4. Transportation.

- Determine the combined transportation command structure.
- Determine the coalition reception, staging, onward movement, and integration process.
- Determine if coalition forces have tactical rotary- and fixed-wing assets for intratheater supply.
- Determine who supplies transportation supply throughput for coalition forces from the JTF logistics center.
- Determine if coalition forces have transportation assets for the movement of troops.

5. Supply.

- Identify the coalition forces' capabilities to receive, store, and issue dry cargo, fuel, and water to include water production and/or purification capability.
- Determine if coalition forces have the means to communicate requirements to the JTF logistics center or coalition logistics management center.
- Identify availability of materiel handling equipment within the coalition.
- Identify coalition air and sea LOCs.
- Determine if coalition forces have a basic load of ammunition and their Class V procedures.
- Identify the coalition force's special requirements (tents, cots, reverse osmosis water purification units, laundry, latrines, batteries, etc.).
- Determine map requirements for coalition forces.

6. Mortuary Affairs.

- Determine capabilities of the coalition forces.
- Determine capability and requirements for own forces.

7. Maintenance.

- Determine if coalition forces have maintenance support.
- Determine if coalition forces have the means to order and receive Class IX.

- Determine if coalition forces have wreckers, stake and platform trailers, or HETs.
- Determine if coalition forces have communications repair facilities.

Chapter 20: Joint And Combined Operations Homework Assignment

Manuals Required to Complete Homework: Theater Logistics Handbook, FM 3-0, FM 100-15, FM 100-16, and FM 100-7.

1. Joint operations involve forces of _____ or more services under a _____.

Ref: FM 3-0 p 2-6

2. Providing Army forces within a joint operational area is the responsibility of the _____ of the combatant command.

Ref: FM 3-0 p. 2-14

3. In full spectrum operations, Army forces operate as part of a _____ often within a _____ and _____ environment.

Ref: FM 3-0 p. 2-1

4. Except for forces exempted by the _____, military departments assign all forces to include _____ and _____, under COCOM of combatant commanders.

Ref: FM 3-0 p.2-9

5. Briefly define the term "Multinational Operations".

Ref: FM 100-8, p1-1 or glossary

6. Explain the difference between an alliance and a coalition.

Ref: FM 3-0 p. 2-15 and FM 100-8 p1-1

7. Name and briefly describe the different types of commands?

a.

b.

c.

d.

e.

f.

g.

Ref: FM 100-16, p2-5/6/7

8. The _____, formally known as the theater Army commander, is responsible for _____, _____, _____, _____, and _____.

Ref: FM 100-16, p2-10

9. The ASCC organizes the assigned forces to support three operational-level roles of the commander. What are they?

a.

b.

c.

Ref: FM 100-16, p2-10

10. The Army service chain expects the _____ to monitor and support all ARFOR in its geographic area.

Ref: FM 100-7, p2-24

11. At the direction of the Combatant Commander, the ASCC will only provide common items to other services within his AOR.

- a. True
- b. False

Ref: FM 100-7, p2-24

12. Name three general methods of executing multinational support:

- a.
- b.
- c.

NOTES